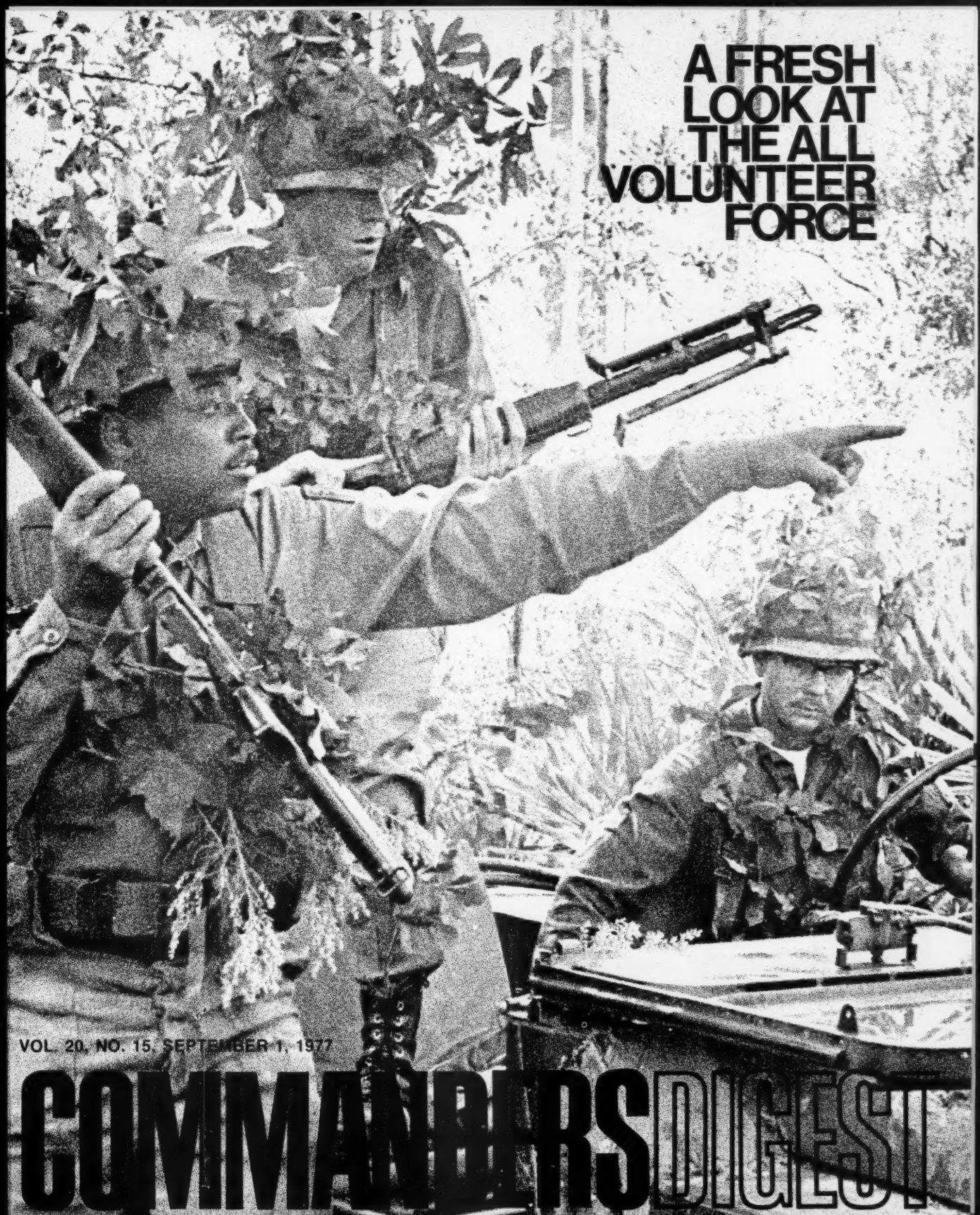


A FRESH LOOK AT THE ALL VOLUNTEER FORCE

VOL. 20, NO. 15, SEPTEMBER 1, 1977

COMMANDERS DIGEST

THE SECRETARY OF DEFENSE
WASHINGTON, D.C. 20301

JUN 22 1977

MEMORANDUM FOR Secretaries of the Military Departments
Chairman of the Joint Chiefs of Staff
Director of Defense Research and Engineering
Assistant Secretaries of Defense
General Counsel
Assistants to the Secretary of Defense
Directors of the Defense Agencies

SUBJECT: Principles of Public Information

President Carter has pledged a new openness in government. The President's commitment to candid communication with the American people is firmly rooted in the conviction that, given the facts, they will make wise decisions.

In its activities, abroad as well as at home, the Department of Defense will seek at all times to fulfill the letter and spirit of the President's pledge. In the discharge of their duties, officials will be mindful of that responsibility.

It will be the Department's basic policy to make available timely, accurate information about plans, budgets and activities so that the public, the Congress, the press, radio and television may assess and understand Defense programs. Requests for information, from organizations and private citizens, will be answered responsively and as rapidly as possible. Coordination with other Departments and Agencies will be accomplished, when necessary, without undue delay. In carrying out this basic policy, the following principles will apply:

-- Information will be made fully and readily available unless its release is precluded by statute (as in application of the Privacy Act or the Freedom of Information Act) or is precluded by current and valid security classification.

-- Information will be withheld when disclosure would adversely affect national security or threaten the privacy or personal safety of men and women of the Armed Forces.

-- Information will not be classified or otherwise withheld to protect the government from criticism or embarrassment.

The Assistant Secretary of Defense (Public Affairs) is assigned primary responsibility for assisting in carrying out this commitment. Addressees are directed to seek advice from him as necessary in day-to-day operation under this basic policy.

Harold Brown

THE ALL VOLUNTEER FORCE REASSESSED

DR. JOHN P. WHITE
Assistant Secretary of Defense
(Manpower, Reserve Affairs, and Logistics)

Since termination of the draft, the military Services have successfully met the demands of manning the active force. They have recruited about 400,000 non-prior service volunteers annually with recruit quality remaining at or above the levels experienced during the draft years. Table 1 shows the increase in recruitment of true volunteers, and illustrates the tremendous accomplishment of the military Services in meeting the challenge of recruiting without the draft.

During the draft years, the Services relied on both draftees and volunteers. Based on their selective service lottery numbers, volunteers were categorized into two groups, draft-motivated volunteers and true volunteers. In fiscal year (FY) 1971, only 233,000 true volunteers were recruited. In FY 1973, a year in which the draft was in operation for six months, the number of true volunteers rose

(Continued on Page 4)

Table 1 **ACTIVE FORCE ENLISTED ACCESSIONS DOD — NON-PRIOR SERVICE**

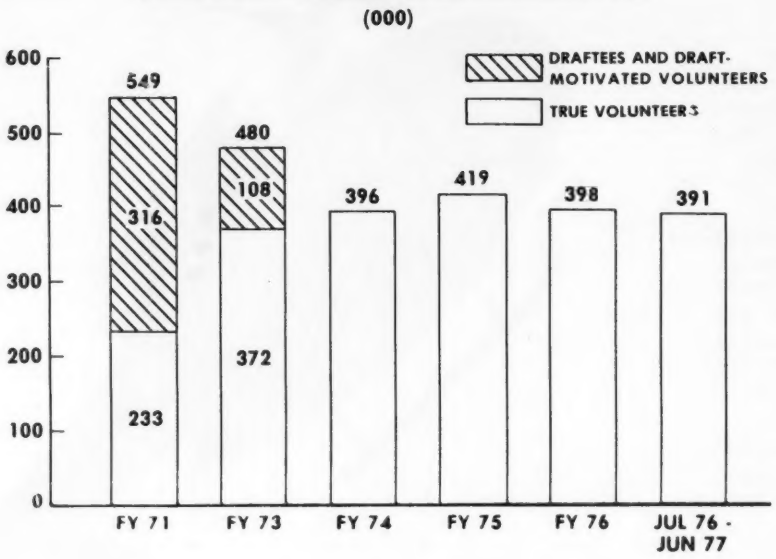


Table 2
Active Force Strengths
30 April 1977
(000s)

Service	Plan	Actual	% of Plan
Army	777	777	100.0
Navy	531	526	99.1
Marine Corps	188	188	100.0
Air Force	580	581	100.2
DoD Total	**2,076***	**2,071**	**99.8**

NOTE: Numbers do not add due to rounding.
* End FY 77 goal is 2,088.

Table 3
DoD Active Force Accessions
Non-Prior Service Male and Female
(000s)

Actual		Plan	
FY 75	FY 76	FY 77	FY 78
419	398	410	394

(Continued from Page 3)

to 372,000. In succeeding years, the Services have been able to recruit approximately 400,000 enlistees, all true volunteers.

For FY 1974, FY 1975, and FY 1976, active force strengths were within 1 per cent of planned strengths. For this year, through April 1977, all Services met their strength objectives except the Navy, which achieved 99 per cent of its planned strength, as shown in Table 2.

Current requirements for non-prior service recruits are about 400,000 a year.

We will be trying to reduce the accession requirement for non-prior service male enlistees in future years because they will be facing a gradual decline in the youth population beginning in 1980.

In meeting the Services' manpower needs, the recruiting commands attempt to select those applicants who have the highest likelihood of completing their contracted term of service. The Services establish physical, moral, mental and educational standards for enlistment. Quality objectives have been changing in conjunction with the attempt to improve recruit quality.

The Armed Services Vocational Aptitude Battery (ASVAB) measures the applicant's general trainability and permits classification of the applicant into one of the five mental groups commonly used to categorize enlistment mental quality. The Services do not enlist personnel in the well below average category, mental Group V. The policy has been to reduce the proportion of below average (Mental Group IV) enlistments, as shown in Table 4.

The best single measure of an applicant's potential for adapting to life in a military environment is possession of a high school dip-

Table 4

Mental Category As a Per Cent of Non-Prior Service Accessions[1]

Fiscal Year	Mental Categories I-III (Above Average/ Average)	Mental Category IV Below Average)
1971	78	22
1973[2]	87	13
1974	90	10
1975	94	6
1976	95	5
July 76 to June 77	95	5

[1] Male and female enlistees.
[2] Last year of draft.

Table 5

High School Diploma Graduates as a Percent of Non-Prior Service Accessions[1]

Fiscal Year	Per Cent
1971	69
1973[2]	67
1974	61
1975	65
1976	69
July 76 to Jun 77	67

[1] Male and female enlistees.
[2] Last draft year.

loma. High school graduates are the preferred recruits. Non-graduates are twice as likely to be separated early as graduates. Accession quality then is an important determinant of first-term attrition, and attrition is costly.

The Defense Department as a whole has been successful in recruiting high school graduates. The high school graduate percentage among recruits has improved to pre-volunteer force levels, as shown in Table 5.

Most recently, however, the Services have faced increased difficulty in attracting high school graduates. In FY 1976, 69 per cent of the non-prior Service accessions were high school graduates. For the 12 months ending June 30, 1977, this percentage was 67 per

DR. JOHN P. WHITE
ASSISTANT SECRETARY OF DEFENSE (MANPOWER, RESERVE AFFAIRS AND LOGISTICS)

Dr. John P. White of Malibu, Calif., became Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics) on May 12, 1977.

Dr. White was senior vice-president of The Rand Corporation, Santa Monica, Calif., when appointed to the Department of Defense position.

Dr. White

Born Feb. 27, 1937, at Syracuse, N.Y., he has had broad educational, military, scientific and industrial experience. He received his B.S. degree in industrial and labor relations at Cornell University, in 1959; his M.A. degree in economics and public administration at Maxwell Graduate School of Syracuse University, in 1964, and his Ph.D degree in economics at Syracuse University, in 1969.

He served in the U.S. Marine Corps, 1959–61, and in the Marine Corps Reserve, 1961–65.

Dr. White served as personnel and recruiting specialist for General Electric Company, 1959–62 (on military leave, 1959–61). He conducted research at Center for Overseas Operations and Research, Syracuse University, 1963–66 and taught economics at LeMoyne College, Syracuse, 1964–68. He joined Rand in 1968 as research economist. He served from 1969–71 as Rand's director of manpower, personnel and training research program for the Air Force, and as coordinator of Rand's program in transportation research. He was named vice-president of Rand in 1971, member of Rand Board of Trustees in 1973, and senior vice-president of Rand in 1975, with responsibility for national security research programs.

WHAT THEY ARE SAYING . . .

"The traditional union processes of collective bargaining mandatory consultation rights, strikes and work slowdowns and so on, have no place in the military environment. Even in peacetime, when our job is to train and be prepared for war, these processes are incompatible and inconsistent with maintaining a ready, reliable and responsive force. In order to meet our worldwide commitments and treaty obligations, our people must be—and are—dedicated to their mission, loyal to their leaders, and full members of a smoothly functioning team. That requires discipline, and control, and prompt obedience to lawful orders. It requires sacrifice and hardship, long hours and hazardous working conditions and family separations. In short, it takes a special kind of person to get the job done."

—THOMAS N. BARNES, *former Chief Master Sergeant of the Air Force, before the Senate Armed Services Committee, July 14, 1977.*

cent. The high school graduate percentage among non-prior Service accessions dropped for every Service during this last year, with the exception of the Marine Corps. The Marines recruited somewhat fewer high school graduates than in FY 1976, but their percentage was up because they opted to improve quality at the expense of meeting quantity goals.

It takes more recruiting effort to recruit high school graduates. A prime reason that the Services are requesting added recruiting resources in FY 1978 is to increase the enlistment of these quality volunteers.

RESERVE FORCES

Success with active force recruiting has not been matched by Reserve Component performance. Efforts have concentrated on the active force. Recruiting successfully for the Reserves has yet to be learned. Reserve recruiting takes place in a different context. Reserve units can only recruit from the manpower available in their local area. They can only offer a part-time job. The training opportunities are limited by the vacancies in Reserve units in the locality. Active force recruiters offer a wider and more attractive variety of skill training.

Reserve Component strength requirements to support U.S. war fighting capability are currently under full scale review at Secretary of Defense Harold Brown's direction. No final conclusions can be drawn as to the magnitude of the resources and the scope of management actions that will be necessary to overcome Reserve manning problems until this review of Reserve requirements is complete.

Table 6 depicts Selected Reserve authorizations and strengths. Their strength objectives have been reduced in anticipation of recruiting difficulties, and overall Reserve strength is still 7 per cent below the FY 1977 goal.

Table 6

Selected Reserve Average Strength

(000s)

Fiscal Year	Congressional Authorization	Actual	Percent of Authorization
1971	973	972	99
1973[1]	977	922	94
1974	913	912	99
1975	920	905	98
1976	904	863	95
1977	878	819[2]	93
1978	857	—	—

[1] Last draft year.
[2] FY 77 actual average strength through April 1977.

"The United States must take the lead in the equipment commonality process. We must do so because we are the largest partner in the NATO Alliance, and our allies look to us for such leadership. Moreover, they are deeply suspicious that standardization and interoperability mean "Buy American" in our eyes. But we see more of a "two-way street" in our procurement and design as vital. . . . "Giving more" in terms of buying European, freer licensing and technology exchange, and other steps should encourage our allies toward greater commonality also."

—CHARLES W. DUNCAN JR., *Deputy Secretary of Defense, before the Legislation and National Security Subcommittee of the Committee on Government Operations, House of Representatives, July 21, 1977.*

"The DoD basic policy on contracting out, as first outlined by Secretary of Defense McNamara, remains our objective today, namely: 'It is our objective to assure that the Department of Defense is equipped and staffed to perform efficiently and effectively all of those functions that are essential to military readiness. After having made this determination, it is our objective in regard to other activities to select that arrangement consistent with Civil Service laws and regulations which produces the lowest overall cost, that is, performance in-house, by other Federal agencies, or by contract."

—JOHN P. WHITE, *Assistant Secretary of Defense (Manpower, Reserve Affairs, and Logistics), before the Subcommittee on Manpower and Personnel, Senate Armed Services Committee, July 12, 1977.*

DEFENSE NEWS BRIEFS

DoD Staff Reductions

The Secretary of Defense has announced military and civilian personnel reductions in his office and OSD field activities, averaging slightly more than 22 per cent, as part of an effort to promote economy and efficiency.

As of Jan. 31, the on-board strength was 3,604, but new ceilings effective Feb. 1, 1978 will be 2,812, for a net reduction of 792.

Reductions are to be accomplished by:

- attrition;
- early retirements, or
- reductions in force.

The Defense Secretary directed the military-civilian mix in the reductions be balanced.

NATO Studies "3-Rs"

This year's AUTUMN FORGE exercise in August stresses a program that Supreme Allied Commander in Europe Gen. Alexander M. Haig Jr., USA, calls the "3-Rs"—readiness, rationalization and reinforcement.

Objectives include testing and refining the capability to move forces quickly to areas of greatest need, exploring ways to improve transportation and supply systems between commands and nations, and identifying and evaluating areas for standardization in doctrine, procedures, equipment and armament of NATO forces.

Air Force Plans Missile Crew Reduction

Air Force's Strategic Air Command is expected to eliminate some 600 crewmember positions by April 1978 and save approximately $14 million in its "Rivet Save" program. This will be accomplished by allowing one of two crewmembers to rest part of the time during the crew's new 24-hour tour of duty underground.

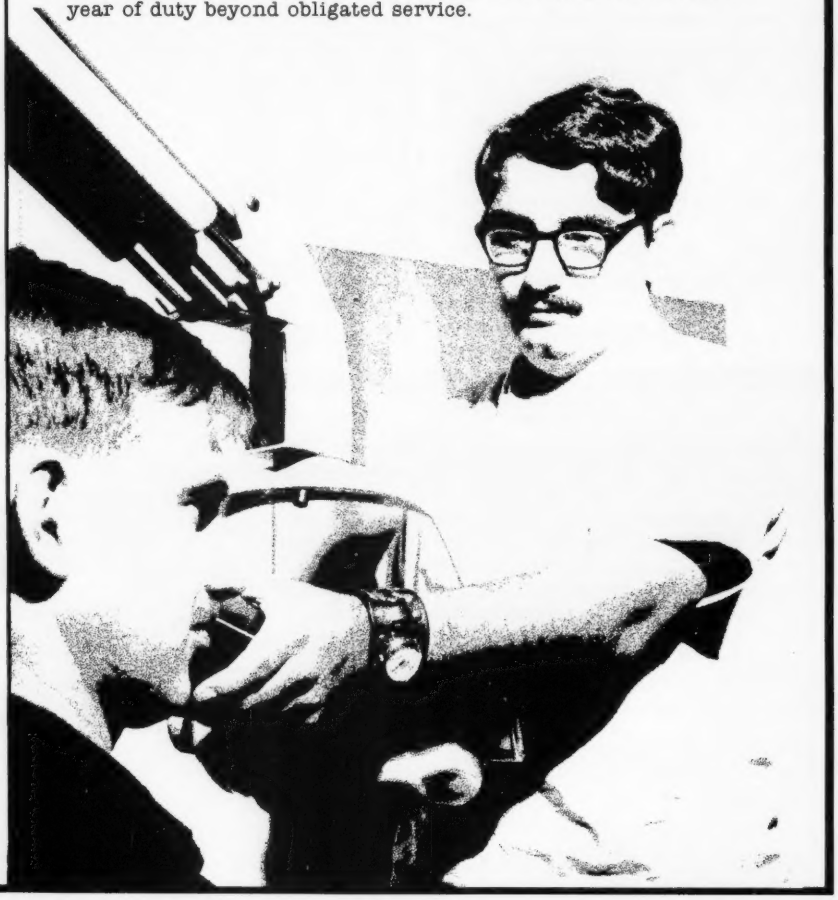
Navy Women Get New Uniform

The Navy will introduce over the next two or three years a new set of uniforms for women in the Navy, the first major style change since 1943. New uniforms include summer white to replace existing service dress light blue, an updated summer blue, a new winter blue, winter working blues, and a jump suit coverall.

DoD Asks Special Pay For Doctors, Dentists

DoD has asked Congress to extend until September 1978 several special pays affecting doctors and dentists on the grounds that the current shortages would be substantially larger without the special pays.

One of the pays includes the variable incentive pay or "doctors bonus" that authorized, in 1974, the paying of up to $13,500 a year to physicians in pay grade 0-6 or below for each year of duty beyond obligated service.



The Selected Reserve strength situation by component for FY 1977 through April is shown in Table 7.

The combined Army National Guard and Army Reserve shortfall was about 47,200 or about 81 per cent of the total Selected Reserve shortfall of about 58,400. Strengths in those two components have been declining steadily. This decline has been caused by the loss of draft motivated individuals who joined the Reserves in the late 1960s and early 1970s. They have completed their six-year obligation and most have elected not to reenlist. The recruiting effort to replace them with volunteers has not been wholly successful.

The annual Selected Reserve accession objectives (non-prior service and prior service) are estimated to be about 251,000 for FY 1977 and FY 1978. This is the highest annual accession goal for the Selected Reserve since the termination of the draft. Resources to improve and intensify Reserve recruiting have been requested. In addition, DoD and the Services will be working to improve the management of the Reserves to include:

- better unit training;
- simplified command and control structures, and
- better manpower planning.

Table 7

Selected Reserve Average Strength

(000s)

	FY 1977		
	Congressional Authorization	Actual*	Short
ARNG	390.0	363.0	26.9
USAR	212.4	192.0	20.3
USNR	96.5	95.2	1.3
USMCR	33.5	29.4	4.1
ANG	93.3	91.4	1.9
USAFR	52.0	48.1	3.8
DoD	877.7	819.2	58.4

Note: Numbers may not add due to rounding.
* Actual average through April 1977.

FUTURE CHALLENGES

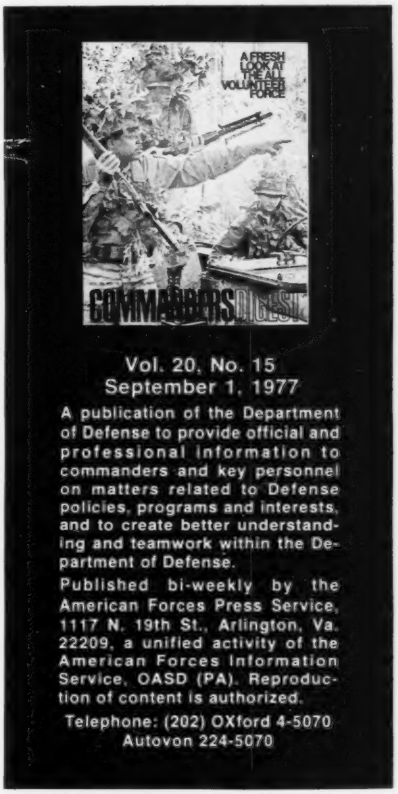
The manning of the military on a voluntary basis will be a continuing managerial challenge just as is force structure design, weapons system development, and logistical system operations. We recognize the challenges, understand the manpower management techniques available, and are confident that solutions can be defined and implemented to sustain the volunteer force.

Currently, there is a concern about the declining youth population projected for the 1980s. Before the inception of the volunteer force it was known that the number of 18-year-old men in the United States would begin to decline after 1980. By 1985, the number of 18-year-old males will have declined gradually by about 15 per cent from the 1976 level.

More intense competition for high school graduates is possible. Colleges, vocational schools, and industry will be competing for the dwindling stream of young men. The effect of this competition on enlistment is unsure. In fact, there are arguments for the view that recruiting may not be more difficult.

For example, future trends in unemployment are, at best, very difficult to forecast with confidence. Fundamental shifts in the labor market are occuring which are complicating labor supply forecasting. The massive entry of women into non-traditional areas of work, for example, may keep the general and youth unemployment rates higher than previous forecasts of an improving economy have predicted.

Unemployment certainly has some influence on the Services' ability to compete for recruits. However, this factor alone does not determine success or failure of our efforts to man the force. Estimation of unemployment effects on enlistments is an inexact art at best. In fact, the winter 1977 sur-



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to school prior to enlisting. That is, they were not unemployed.

Nevertheless, the decline in the youth population is real and must be adapted to by flexible and creative manpower management. Every option will be aggressively evaluated for its ability to contribute to the sustainment of the volunteer force. Opportunities to reduce the requirement for male non-prior service accessions will be examined. Some examples are:

- Reduce first-term attrition
- Utilize more women
- Substitute more civilians
- Increase the ratio of career to first-term service members with increased reenlistments and recruiting of more prior service personnel
- Increase the proportion of longer initial enlistments.

Also to be examined is the potential for increasing the supply of male non-prior service recruits by:

- Lessening physical standards for enlistment
- Lowering minimum aptitude standards
- Improving recruiting efficiency.

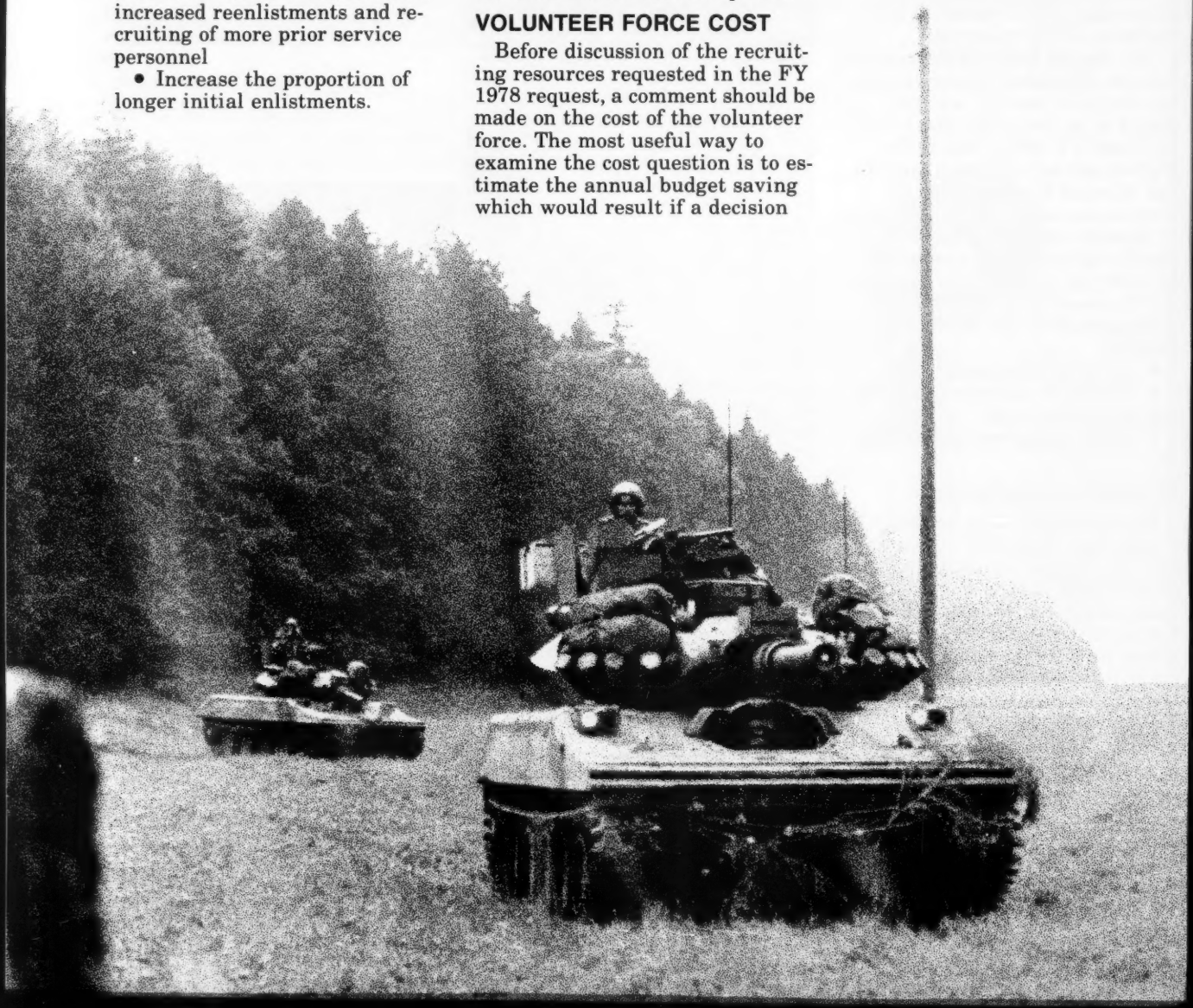
Obviously, all of these actions must be evaluated in terms of their cost effectiveness and impact on force capability. Defense Secretary Brown has directed an assessment of the volunteer force which is due to be completed by Jan. 1, 1978 and which will address these sustainment options.

VOLUNTEER FORCE COST

Before discussion of the recruiting resources requested in the FY 1978 request, a comment should be made on the cost of the volunteer force. The most useful way to examine the cost question is to estimate the annual budget saving which would result if a decision were made to reinstitute compulsory military service—the draft—in peacetime.

A return to the draft would not, in and of itself, save much money. If one accepts the premise that equity requires payment of wages to all servicemembers that are comparable and competitive with private sector wages, then the annual budget savings would be about $500 million. This saving results from smaller expenditures for active and Reserve recruiting and enlistment bonus programs.

A reduction of junior enlisted wages to the current Federal



and enlistment bonus programs.

A reduction of junior enlisted wages to the current Federal minimum wage would avoid an additional $2 billion in active and Reserve pay for a total of $2.5 billion, or only about a 2 per cent reduction of the FY 1978 defense budget.

Those who argue that a return to compulsory military service will greatly reduce manpower's share of the defense budget are simply wrong. The volunteer force is not a major cause of the magnitude of manpower's portion of the defense dollar. It is not believed that the American people would favor a return to the draft to achieve dollar savings ranging from $.5 billion to $2.5 billion and accounting for, at most, 2 per cent of the total defense budget.

FY 1978 RECRUITING RESOURCE REQUEST

Table 8 summarizes the costs of the FY 1977 and FY 1978 recruiting programs of the military Services. FY 1977 amounts shown reflect House and Senate Appropriation Committees approval actions on various FY 1977 reprogramming requests. Table 8 includes recruiting and examining costs for both the active and Reserve forces.

The following discussion is limited to the funds requested for enlisted recruiting, since this is where the greatest task is and where the bulk of the resources are used.

The active forces are requesting $558.5 million to conduct their recruiting and advertising programs to enlist about 414,000 individuals (394,000 non-prior service, and 20,000 prior service). This is an increase in funding of about 19 per cent over the FY 1977 level, including about 7 per cent for inflation.

While a drop of about 5.8 per cent is expected in accession requirements between FY 1977 and FY 1978, a number of factors account for the increased funding request. The Services are facing a more difficult market in FY 1978. In addition, the Services want to increase accession quality. It is believed this investment will permit the Services to recruit more high school graduates during FY 1978.

The Selected Reserve recruiting funds requested for FY 1978 are needed to arrest the decline in Selected Reserve strengths. For FY 1978, $125.8 million is being requested for Selected Reserve recruiting and advertising programs designed to enlist about 250,000 individuals (118,000 non-prior service, and 132,000 prior service). This FY 1978 request represents about a 33 per cent increase in funds over the FY 1977 level. Inflation accounts for a portion of this increase. The added funds will enable a more intensive recruiting effort for the Reserve Components.

Table 8

Active and Reserve Forces Recruiting Resources—DoD*

($ in millions)

	FY 1977 Revised	FY 1978 Request
Active		
Enlisted	$468.8	$558.5
Recruiting	(346.5)	(378.4)
Advertising	(68.8)	(105.6)
Enlistment Bonus	(53.5)	(74.5)
Officer	19.8	24.1
Medical	5.8	6.0
Total Active	**$494.4**	**$588.6**
Reserve	94.4	125.8
Recruiting	(79.4)	(106.1)
Advertising	(15.0)	(19.7)
Military Enlistment Processing Command	61.8	62.2
TOTAL	**$650.6**	**$776.6**

* FY 1977 amounts include approved reprogramming for active and Reserve enlisted recruiting.

FUTURE COST OUTLOOK

The following are observations about future costs—

Active Forces

The area in which there is most experience is the active forces. I believe that we can find ways to maintain force effectiveness while meeting the challenge of a declining youth population. I believe we will be able to reduce somewhat the out-year requirements for quality male non-prior service enlistees by improved management of the volunteer force. It is expected that the volunteer force can be sustained without dramatic real growth in recruiting resources, assuming that military pay and benefits remain comparable to compensation in the private sector.

Selected Reserve

The resource increases in FY 1977 and FY 1978 represent a major effort to reverse the downward trend in Reserve force manning. Experience with intensified Reserve recruiting will grow, and enable a better evaluation of what additional resources may be necessary to achieve Reserve recruiting and retention objectives. Incen-

tives, such as educational assistance and enlistment/reenlistment bonuses, may be important for successful Reserve force manning. However, the need or the effectiveness of such incentives cannot be measured or forecast at this time.

Simple translation of active force incentive concepts to the Reserves may be highly ineffective and very costly. A limited test of enlistment bonuses, educational assistance, and reenlistment bonuses for the Selected Reserve has been recommended. We hope to start experimentation with these incentives in FY 1978.

It is estimated that Reserve recruiting costs will grow moderately in the future and that these costs will include some mix of incentives designed specifically to solve Reserve recruiting and retention problems.

The end of the draft forced us to compete for people in the open market. It also forced us to pay more attention to manpower costs, manpower requirements, and how we train and use our people. I firmly believe that the volunteer force has resulted in better manpower management in DoD and will stimulate more improvements in the future.

The volunteer force is successfully meeting the manpower requirements of the Active force. With dedication and commitment on the part of defense manpower managers, the Congress, and the American people, I am confident that we will be able to meet the challenge of the declining youth market.

We are just beginning to address adequately, with resources and management attention, the problem of manning the Reserve forces in the volunteer context. I think that the success achieved in transforming the Active forces from draft dependence to total voluntarism can be repeated for the Reserve forces.

WHO'S NEWS IN DEFENSE

Honors

Dr. Randall E. Murphy, Air Force Systems Command physicist, was named winner of the 1976 Harold Brown Award for achievement in research and development.

James M. Roche, Chairman of the National Committee for Employer Support of the Guard and Reserve, received the Department of Defense Medal for Distinguished Public Service in recent ceremonies at the Pentagon. Roche was cited for getting 319,000 employers' pledges affecting more than 50 million Americans or 61 per cent of the National work force.

Capt. Frederic M. Anderson, USAF, received the Cheney Award for an act of valor in saving the lives of two fellow passengers involved in a KC-135 crash Sept. 26, 1976, near Wurtsmith AFB, Mich.

Capt. Robert G. Downs, USAF, a tactical fighter pilot, received the Kolligian Trophy for 1976 for outstanding airmanship in averting a serious accident.

Capt. James A. Yule, USAF, a B-52 instructor pilot, received the Mackay Trophy for 1976 for gallantry in an aerial flight check on May 19, 1975. The Mackay Trophy is awarded annually for the most meritorious flight of the year by an individual, individuals, or an organization.

Appointments

Adm. Hyman G. Rickover has been reappointed to head the Navy Nuclear Propulsion Program for another two years. His current term would have expired in January 1978.

Chief Master Sergeant Robert D. Gaylor was named the new Chief Master Sergeant of the Air Force effective July 31, 1977. He succeeds **CMSgt. Thomas N. Barnes** who was retired from the Air Force on that date.

CMSgt. Gaylor

Gaylor, 47, is a veteran of 27 years in the Air Force. He was assigned to the Air Force Military Personnel Center, Randolph AFB, Texas when selected as his Service's top enlisted man.

Sergeant Gaylor was chosen from 16 nominees for the position.

Reassignments

Maj. Gen. Harold R. Aaron, Assistant Chief of Staff for Intelligence, U.S. Army, has been reassigned to Vice Director for Plans, Operations and Support, Defense Intelligence Agency, and nominated for promotion to lieutenant general.

Maj. Gen. Aaron

RAdm. Charles H. Griffiths, Commander of the Submarine Force, U.S. Pacific Fleet, has been selected to become Deputy Chief of Naval Operations (Submarine Warfare) and also nominated for promotion to vice admiral.

Retirements

VAdm. John G. Finneran, Deputy Assistant Secretary of Defense (Military Personnel Policy), will be placed on the retired list in grade effective Sept. 1, 1977.

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